



# UCR Program

## Criminal Justice Information Services Division

### Program News

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State Program managers are encouraged to share the information in this document with their local agencies.

## Section 1— NIBRS Transition Updates and Resources

To assist with the transition from submitting Summary Reporting System (SRS) data to submitting National Incident-Based Reporting System (NIBRS) data, the *UCR Program Quarterly* features a new section, “NIBRS Transition Updates and Resources.” This section will guide agencies step-by-step in the transition process and serve as a resource for transitioning agencies.



### The road to NIBRS

By now, all state Uniform Crime Reporting (UCR) Program managers—and all of the local agencies within their respective states—are aware of the recommendation of the Criminal Justice Information Services (CJIS) Advisory Policy Board in 2015:

“The FBI UCR Program will transition to a NIBRS-only [i.e., National Incident-Based Reporting System] data collection by January 1, 2021, and will evaluate the probability of achieving that goal on an annual basis. Federal, state, local, and tribal agencies unable to meet the five year transition and who have committed to transitioning to NIBRS will collaborate with the FBI CJIS to develop a transition plan and timeline for conversion.”

States across the nation are in various stages of the transition from the SRS in favor of the richer data collected in NIBRS. Some states already submit 100 percent NIBRS data. Others have a NIBRS-certified state agency with both NIBRS and SRS contributors. Still others are just beginning implementation. Wherever your agency falls on the continuum, here is some information to help your agency know more about the ongoing efforts with the NIBRS transition.

### What has the FBI been doing to support the NIBRS transition?

The FBI is taking many steps to help ensure agencies have the information and resources available to make the move to NIBRS. In 2018, the FBI has supported the NIBRS transition through the following activities:

- ❖ Held teleconferences with each of the 50 states to assess local agency readiness. Often these calls included both the UCR Program Manager and the CJIS Systems Officer within the state.

- ❖ Identified dedicated technical resources to help agencies with implementation. For example, the UCR Program has made information technology integration specialists available who can assist agencies.
- ❖ Produced a NIBRS flyer outlining the steps agencies must take to become NIBRS-compliant, funding information, benefits, and contact information. The flyer is available in a Portable Document Format file to any agency upon request.
- ❖ Provided multiple UCR/NIBRS briefings to major association conferences. Additional briefings are planned at upcoming conferences.
- ❖ Provided training and scheduled additional training with several state UCR Programs and local agencies.
- ❖ Released a series of 14 computer-based NIBRS tutorials on the Law Enforcement Enterprise Portal (LEEP). Users may access the tutorials by selecting the “UCR SIG” then “NIBRS training.” (To apply for a LEEP account go to [www.cjis.gov](http://www.cjis.gov) and complete the online application.)
- ❖ Continued support of the National Crime Statistics Exchange (NCS-X) initiative between the FBI and the Bureau of Justice Statistics (BJS) to increase NIBRS participation by offering funding assistance to 400 identified agencies, including 72 large agencies. Two solicitations previously took place in 2018; the final solicitation is now open and will close in December. (The NCS-X article in this *UCR Program Quarterly* furnishes additional information.) To date, UCR Programs in all 50 states have established or are in the process of establishing incident-based reporting programs. In addition, nearly 75 percent of the 400 NCS-X sampled agencies have transitioned to NIBRS or are in the process of transitioning. For more information about the NCS-X initiative, please visit the BJS’s website at [www.bjs.gov/content/ncsx.cfm](http://www.bjs.gov/content/ncsx.cfm) or the NCS-X page of the International Association of Chiefs of Police at [www.theiacp.org/ncsx](http://www.theiacp.org/ncsx).

Additional resources are available on the improved UCR website to include a NIBRS toolbox of information to help agencies announce their transition plans and their achievement of NIBRS certification. The FBI will continue its outreach efforts to assess the status of local agencies and how states can best help them move toward NIBRS compliance.

### **How are some states promoting the NIBRS transition?**

In addition to sharing resources from the national level, the FBI’s UCR Program realizes peer state agencies provide some of the best practices for successful NIBRS implementation. A review of state websites showed some states are making their transitions transparent for their local agencies and the communities they serve. Three state websites that do a great job of communicating information about the NIBRS transition include Texas, Wyoming, and Oregon. Agencies may access those sites as follows:

- ❖ [www.dps.texas.gov/ucr/indexnibrs.htm](http://www.dps.texas.gov/ucr/indexnibrs.htm)
- ❖ <http://wyomingdci.wyo.gov/dci-criminal-justice-information-systems-section/nibrs>
- ❖ [www.oregon.gov/osp/CJIS/Pages/oucr\\_manual\\_trngguide.aspx](http://www.oregon.gov/osp/CJIS/Pages/oucr_manual_trngguide.aspx)

### **How can agencies contact the FBI's UCR Program for assistance?**

FBI resources are available without charge and include readiness assessment, programmatic and technical support, data integration assistance, NIBRS training, outreach including media and community education, and subject matter expertise to ensure an agency reaches certification.

- ❖ NIBRS website: <https://ucr.fbi.gov/nibrs-overview>
- ❖ NIBRS e-mail address: [UCR-NIBRS@fbi.gov](mailto:UCR-NIBRS@fbi.gov)
- ❖ NIBRS contact: 304-625-9999
- ❖ NIBRS training: 888-827-6427

### **The National Use-of-Force Data Collection to begin January 1, 2019**

On September 5, 2018, the FBI's CJIS Division received approval from the Office of Management and Budget to launch the National Use-of-Force Data Collection.

January 1, 2019, will begin the official start of the National Use-of-Force Data Collection and the first full data publication year. The FBI encourages law enforcement agencies planning to participate in this collection to apply for a LEEP account at [www.cjis.gov](http://www.cjis.gov) before the launch date. Agencies already enrolled in the National Use-of-Force Data Collection may begin submitting data immediately.



### **The road to the National Use-of-Force Data Collection**

The FBI established the National Use-of-Force Data Collection at the request of local, state, tribal, federal, and major law enforcement agencies to promote transparency between law enforcement and the communities they serve.

This voluntary data collection gathers law enforcement use-of-force incidents that result in the death or serious bodily injury of a person, as well as the discharge of a firearm at or in the direction of a person. The definition of serious bodily injury will be based, in part, upon Title 18, United States Code, Section 2246(4). The term "serious bodily injury" means "bodily injury that involves a substantial risk of death, unconsciousness, protracted and obvious disfigurement, or protracted loss or impairment of the function of a bodily member, organ, or mental faculty." The goal of the resulting statistics is not to offer insight into single use-of-force incidents, but to provide an aggregate view of the incidents reported and the circumstances, subjects, and officers involved.

## **Endorsement of the National Use-of-Force Data Collection**

The National Use-of-Force Data Collection is endorsed by the following eight major law enforcement organizations:

- ❖ Association of State Criminal Investigative Agencies
- ❖ Association of State Uniform Crime Reporting Programs
- ❖ International Association of Chiefs of Police
- ❖ Major Cities Chiefs Association
- ❖ Major County Sheriffs of America
- ❖ National Organization of Black Law Enforcement Executives
- ❖ National Sheriffs' Association
- ❖ Police Executive Research Forum

## **Participation in the National Use-of-Force Data Collection**

To decrease financial and time burdens on law enforcement agencies, the FBI developed two methods of data submission. The first is the Use-of-Force portal application on LEEP that the FBI maintains. This application does not require financial investment, and it allows agencies and state programs to manage all aspects of their use-of-force data including entering information, running reports, and creating charts. The application also contains help videos, quick start guides, and answers to frequently asked questions.

The second method is bulk data submission, which requires a technical solution. The FBI accepts JavaScript Object Notation (JSON) and Extensible Markup Language (XML) file formats.

Regardless of the method chosen, an agency must have a Use-of-Force portal application to have a minimum of read-only access to the agency's data.

## **Contacting the National Use-of-Force Help Desk**

National Use-of-Force Data Collection resources are available without charge to include technical support, frequently asked questions, and outreach and marketing materials.

- ❖ Use-of-Force website: [www.fbi.gov/useofforce](http://www.fbi.gov/useofforce)
- ❖ Use-of-Force e-mail: [useofforce@fbi.gov](mailto:useofforce@fbi.gov)
- ❖ Use-of-Force phone number: 304-625-9998

## **Available Article Promoting the National Use-of-Force Data Collection**

The August 2018 edition of *The Police Chief* magazine published an article titled, "Building Community Trust Through Transparency: The FBI's National Use-of-Force Data Collection." The article is available at <http://www.policechiefmagazine.org/magazine-issues/august-2018/>

## Section 2— Message to Program Participants

### Change in computing platform may affect published crime data

The FBI's UCR Program staff has transitioned from its legacy data collection system (a 1960 mainframe database) to a more modern reporting platform known as the Uniform Crime Reporting-Tech Refresh (UCR-TR). Beginning with the *Preliminary Semiannual Uniform Crime Report, January to June 2018*, which should be available in early 2019, published UCR data will come from the UCR-TR and not the legacy system.

The change in the computing platform may result in differences in UCR data from previous years, and Program participants should use caution when analyzing data. Users should not assume that increases or decreases in published information are due to increases or decreases in crime—the differences may be because of technical and procedural differences between the UCR-TR and the legacy system.

Some differences between the UCR-TR and the legacy system are presented in the table below.

UCR-TR	Legacy system
A more accurate representation of data as new technology allows for programmable queries, business rule violations, warning reports, and data quality checks for both SRS and NIBRS data.	Programmable queries, business rule violations, warning reports, and data quality checks are not as stringent. This manual process requires human intervention.
Strict adherence to technical specifications.	Allows accommodations for data submissions.
Does not allow supplemental data to be entered into the database unless a corresponding Return A form has been accepted.	Allows supplemental data in the database without a corresponding Return A form.
Programmed data quality checks for each monthly data submission. Thus, more accountability for data verification.	Manual data quality checks for each monthly data submission.
Programmed algorithms to detect outliers and/or anomalies in the data. This applies only to SRS data.	Manual detection of outliers and/or anomalies in the data. Currently, this applies only to SRS data.

In addition, several other factors may cause differences in data between the UCR-TR and the legacy system. These include:

- ❖ Differences in the methodologies for estimating data in the UCR-TR and the legacy UCR Program may cause estimation totals to differ.
- ❖ Incorrect source codes and incorrect NIBRS conversion issues were detected in the legacy UCR Program and have been corrected in the UCR-TR. This may cause differences in the data between the legacy program and the UCR-TR.
- ❖ Business rule violations in the UCR-TR that were not accounted for in the legacy UCR Program could cause differences in the data between the legacy program and the UCR-TR.
- ❖ Submissions of rape data that adhere to the updated definition of rape will be published. However, agencies that submit rape data that does not adhere to the updated definition are not accepted in the UCR-TR, which may cause differences in rape data between the legacy program and the UCR-TR.

Agencies with questions about the UCR-TR should contact the UCR Program by e-mail at [ucr@fbi.gov](mailto:ucr@fbi.gov).

## **New NIBRS collections to begin in 2019**

Beginning on January 1, 2019, the FBI's UCR Program will begin collecting several new offenses in NIBRS. These changes will not affect agencies that currently submit data to the national UCR Program using SRS.

The new/revised offenses include:

- ❖ Fraud offenses of identity theft and hacking/computer invasion as part of cargo theft.
- ❖ Domestic and family violence.
- ❖ Driving under the influence, distracted driving, and reckless driving traffic fatality incidents as negligent manslaughter.

### **Identity theft and hacking/computer invasion**

The national UCR Program staff began collecting identity theft and hacking/computer invasion offenses in 2016; however, these offenses were not included in the list of offenses that could occur in conjunction with cargo theft.

Identity theft (offense code 26F) is defined as "Wrongfully obtaining and using another person's personal data (e.g., name, date of birth, Social Security number, driver's license number, credit card number)." Hacking/computer invasion (offense code 26G) is defined as "Wrongfully gaining access to another person's or institution's computer software, hardware, or networks without authorized permissions or security clearances."

Currently, according to page 26 of the *2019.1 National Incident-Based Reporting System (NIBRS) Technical Specification*, dated July 31, 2018, cargo theft-related offenses include:

- 120 = Robbery
- 210 = Extortion/Blackmail
- 220 = Burglary/Breaking and Entering
- 23D = Theft From Building
- 23F = Theft From Motor Vehicle
- 23H = All Other Larceny
- 240 = Motor Vehicle Theft
- 26A = False Pretenses/Swindle/Confidence Game
- 26B = Credit Card/Automated Teller Machine Fraud
- 26C = Impersonation
- 26E = Wire Fraud
- 26F = Identity Theft
- 26G = Hacking/Computer Invasion
- 510 = Bribery
- 270 = Embezzlement

Beginning January 1, 2019, the UCR Program will collect 26F = Identity Theft and 26G = Hacking/Computer Invasion for cargo theft incidents.

### **Domestic and family violence data**

The national UCR Program was slated to begin collecting domestic and family violence data in NIBRS as of January 1, 2018. However, to give states and agencies a full 12 months to make program technical changes to their NIBRS, the UCR Program has delayed the start of the data collection to January 1, 2019.

In December 2016, the CJIS Advisory Policy Board (APB) approved the definition of domestic and family violence as:

“The use, attempted use, or threatened use of physical force or a weapon; or the use of coercion or intimidation; or committing a crime against property by a current or former spouse, parent, or guardian of the victim; a person with whom the victim shares a child in common; a person who is or has been in a social relationship of a romantic or intimate nature with the victim; a person who is cohabiting with or has cohabited with the victim as a spouse, parent, or guardian; or by a person who is or has been similarly situated to a spouse, parent, or guardian of the victim.”

As a result, in Data Element 31 (Aggravated Assault/Homicide Circumstances), data value 06 = Lovers' Quarrel will change to 06 = Domestic Violence. In addition, the national staff will make the following changes to Data Element 35 (Relationship of Victim to Offender):

- ❖ Data Element 35 must be included for all Crime Against Property offenses. (Currently, robbery is the only property offense that requires agencies to include the relationship of the victim to the offender.)
- ❖ Data Element 35 must be included when one or more offenses entered in Data Element 24 (Victim Connected to UCR Offense Code) is a Crime Against Person or a Crime Against Property and Data Element 36 (Offender Sequence Number) is anything other than 00 = Unknown Offender.

The FBI made the collection of Crime Against Property offenses optional in Data Element 35. The UCR-TR system will accept Crime Against Property offenses if submitted but will not generate an error if the relation is not submitted.

- ❖ Data Element 35 will include the new code XR = Ex-Relationship.

### **Driving under the influence, distracted driving, and reckless driving traffic fatality incidents as negligent manslaughter**

Currently, on pages 32 and 33 of the *2019.1 National Incident-Based Reporting System User Manual*, dated July 31, 2018, the definition of negligent manslaughter (offense code 09B) is "The killing of another person through negligence."

The *2019.1 National Incident-Based Reporting System User Manual* also states, "This offense includes killings resulting from hunting accidents, gun cleaning, children playing with guns, etc. It does not include deaths of persons due to their own negligence, accidental deaths not resulting from gross negligence, and accidental traffic fatalities.

**Note:** This offense does not include Vehicular Manslaughter, which agencies should report as Murder and Nonnegligent Manslaughter if not accidental or All Other Offenses if accidental."

However, beginning January 1, 2019, the clarifying statement will be modified to "This offense includes killings resulting from hunting accidents, gun cleaning, children playing with guns, and arrests associated with driving under the influence, distracted driving (using cell/smartphone), and reckless driving traffic fatalities.

**Note:** It does not include deaths of persons due to their own negligence, accidental deaths not resulting from gross negligence, or accidental traffic fatalities."

As a result, in Data Element 8 (Offender Suspected of Using), data value C will be modified from C = Computer Equipment to C = Computer Equipment (handheld devices). In addition, Data

Element 13 (Type Weapon/Force Involved) will change from 35 = Motor Vehicle to 35 = Motor Vehicle/Vessel.

*The 2019.1 National Incident-Based Reporting System User Manual and the 2019.1 National Incident-Based Reporting System (NIBRS) Technical Specification* have been updated to reflect these changes.

Agencies with questions should contact the FBI's UCR Program by e-mail at [ucr@fbi.gov](mailto:ucr@fbi.gov).

## Upcoming data deadlines

**Monday, December 17**, is the deadline for agencies to submit police employee counts as of October 31. The deadline to make changes to an agency's current reporting status, name, or address, or for state Program managers to add new contributing agencies within a state is **Monday, December 31**.

## Final NCS-X solicitation offered

The UCR Program and BJS partnered on the NCS-X initiative to fund select state UCR Programs and a sample of 400 NCS-X agencies to transition to NIBRS by January 1, 2021.

Remaining NCS-X agencies are eligible to apply for funding for the transition through the final solicitation, which opened on October 1 and closes on December 27.

Funding for the NCS-X initiative ends in December 2018.

Agencies with questions about the NCS-X and the solicitation should contact the UCR Program Office at 304-625-9999 or at [ucr-nibrs@fbi.gov](mailto:ucr-nibrs@fbi.gov) or contact BJS at [www.bjs.gov](http://www.bjs.gov).

## Crime Data Explorer updated with 2017 crime statistics

The FBI's UCR staff have updated the Crime Data Explorer (CDE) to include 2017 crime statistics. The CDE is a public website that improves access to crime data and will eventually become the primary manner to access UCR Program information.



Launched on June 30, 2017, the CDE enables law enforcement and the public to view, access, and understand local, state, and national offense and arrest information. As a user-friendly interface for crime data, the CDE supports the FBI's broader effort to modernize and improve accessibility to reported crime data without affecting the reporting, collection, and processing of UCR data at the national program level.

UCR Program staff has added or updated the following information from 2017 on the "Explorer" portion of the CDE:

- ❖ Estimated data for violent and property crime types for state and national trends.
- ❖ Incident data for violent and property crime types for local (for states that submit data via NIBRS), state, and national agencies, as well as updated visualizations.
- ❖ State UCR participation data for each state.
- ❖ Violent and property crime and cleared offense data reported by local agencies.
- ❖ Local, state, and national police employee data.

UCR Program staff has added or updated the following information from 2017 on the "Documents & Downloads" portion of the CDE:

- ❖ State and national downloads of the Summary (SRS) Data with Estimates link.
- ❖ Spreadsheets on the links to Assaults on Law Enforcement Officers, Police Employee Data, Uniform Crime Reporting Program Participation Data, and U.S. Territory Data.

Users can download information in machine readable and commonly used formats (i.e., character separated values and Excel). The CDE sets the stage for broader UCR modernization efforts, including the transition to NIBRS and improved timeliness and volume of data.

Staff are continually enhancing and updating the CDE. Future enhancements include:

- ❖ Updates to the NIBRS visualizations.
- ❖ Additions of context to the visualizations, thus giving users a better understanding of the data.
- ❖ Improvements to data download capabilities.

The CDE is available electronically at <https://crime-data-explorer.fr.cloud.gov/>.

## Computer-based NIBRS training on LEEP

In an effort to assist agencies' transition from SRS to NIBRS, the FBI's UCR Program staff has furnished computer-based training (CBT) on the basics of NIBRS. These CBTs are available on LEEP.

LEEP is a single sign-on gateway for users in the criminal justice, intelligence, and military communities to gain access to critical data protected at the Controlled Unclassified Information level in one centralized location. With one click, users can securely access law enforcement, national security, public safety, and terrorism information contained within dozens of federal information systems.

To access the training, the user should:

- ❖ Double click on the Special Interest Group (SIG) icon
- ❖ Click on "Browse/Search SIGs"
- ❖ Click on "LEO SIGs" and select "All SIGs and VOs"
- ❖ Select the "U" tab
- ❖ Click on the Uniform Crime Reporting Training link
- ❖ Click on the FBI NIBRS eLearning Series Modules link

### How do I access LEEP?

To access LEEP from your agency workstation, contact the LEEP Help Desk at 888-334-4536 and ask how to become a Federated Identity Provider, which allows personnel to access LEEP directly from their workstations and is the preferred and primary method to access LEEP.

If your agency does not have the technical resources to provide single sign-on access to LEEP, apply for a LEEP account at [www.cjis.gov](http://www.cjis.gov). Your agency must identify a point of contact who will validate each application. The point of contact has an annual, ongoing responsibility to advise LEEP of any change in job position, separation, or retirement.

The training modules and links include information by NIBRS segment, by crime type (Crimes Against Persons, Crimes Against Property, and Crimes Against Society), lessons on the benefits of NIBRS, and lessons on the rules of NIBRS.

Agencies with questions about NIBRS training should contact the UCR trainers in the CJIS Training and Advisory Process Unit by e-mail at [ucrtrainers@leo.gov](mailto:ucrtrainers@leo.gov).

## Quality Assurance Review update

The Quality Assurance Review (QAR) is an assessment of a state or federal UCR program's compliance with the FBI's UCR Program standards. CJIS Audit Unit staff administer QARs remotely from the CJIS Division of state or federal programs that submit data specified by UCR Program resource materials.

For Fiscal Year 2019 (October 1, 2018, to September 30, 2019), the QAR team will review the following state programs: Alabama, Arkansas, Maine, Michigan, Nebraska, North Dakota, Oklahoma, South Dakota, Tennessee, Texas, Vermont, and Virginia.

## Electronic availability of the *UCR Program Quarterly*

All editions of the *UCR Program Quarterly* are available via the UCR Program's SIG on LEEP.

To access the *UCR Program Quarterly* on the UCR Program's SIG:

- ❖ Click on the LEO SIG under the Service column.
- ❖ Scroll to the bottom of the page and click on the UCR logo.
- ❖ Click on the UCR Program Quarterly folder.

Users with questions concerning access to LEEP should contact the Online Services and Operations Unit by telephone at 304-625-5555.

## Section 3— Publication Updates and Notifications

### UCR Program updated its pages on internet

The FBI's UCR Program staff has updated the program's page on the FBI.gov website. Users will now find links to the CDE, the National Use-of-Force Data Collection, and the latest in materials and documentation agencies need to transition to NIBRS, including user manuals and technical specifications.

The site is viewable on any cell phone or tablet and has links to previous years of UCR publications, various documents, such as technical specifications and user manuals, and additional resources.

Users may access the site at [www.fbi.gov/ucr](http://www.fbi.gov/ucr).

### Enhanced LEOKA reporting features

To release data in a timely manner and to better serve our customers, the Law Enforcement Officers Killed and Assaulted (LEOKA) Program staff created an infographic to display line-of-duty information for the previous reporting year and preliminary data for the current reporting year. The infographic, which is updated monthly, serves as a quick reference for officer deaths without waiting for a LEOKA publication. LEOKA data are available on the FBI's website at [www.fbi.gov/services/cjis/ucr/leoka](http://www.fbi.gov/services/cjis/ucr/leoka).

Users with additional questions about LEOKA data should contact the LEOKA Program staff via e-mail at [leoka.statistics@fbi.gov](mailto:leoka.statistics@fbi.gov).

### UCR Program implements a Listserv

The UCR Program has implemented a Listserv (an electronic mailing list) to alert external UCR Program stakeholders when documents become available on the UCR page of the FBI's internet site. This includes annual publications (such as *Crime in the United States*, *Hate Crime Statistics*, *Law Enforcement Officers Killed and Assaulted*, and *NIBRS*) and documentation (such as user manuals and technical specifications).

To join the Listserv and receive notifications, agencies should send an e-mail to [ucr@fbi.gov](mailto:ucr@fbi.gov).